#### 106TH CONGRESS 2D SESSION

# S. 2097

To authorize loan guarantees in order to facilitate access to local television broadcast signals in unserved and underserved areas, and for other purposes.

#### IN THE SENATE OF THE UNITED STATES

February 24, 2000

Mr. Burns (for himself, Mr. Gramm, Mr. Lott, Mr. Stevens, Mr. Crapo, Mr. Hutchinson, Mr. Allard, Mr. Bunning, Ms. Snowe, Ms. Collins, and Mr. Grassley) introduced the following bill; which was read twice and referred to the Committee on Banking, Housing, and Urban Affairs

# A BILL

To authorize loan guarantees in order to facilitate access to local television broadcast signals in unserved and underserved areas, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Launching Our Com-
- 5 munities' Access to Local Television Act of 2000".
- 6 SEC. 2. PURPOSE.
- 7 The purpose of this Act is to facilitate access, on a
- 8 technologically neutral basis and by December 31, 2006,

1	to signals of local television stations in unserved areas and
2	underserved areas for the households located in such areas
3	that seek access to such signals.
4	SEC. 3. LOCAL TELEVISION LOAN GUARANTEE BOARD.
5	(a) Establishment.—There is established the
6	LOCAL Television Loan Guarantee Board (in this Act re-
7	ferred to as the "Board").
8	(b) Members.—
9	(1) In general.—Subject to paragraph (2),
10	the Board shall consist of the following members:
11	(A) The Secretary of the Treasury, or the
12	designee of the Secretary.
13	(B) The Chairman of the Board of Gov-
14	ernors of the Federal Reserve System, or the
15	designee of the Chairman.
16	(C) The Secretary of Agriculture, or the
17	designee of the Secretary.
18	(2) Requirement as to designees.—An in-
19	dividual may not be designated a member of the
20	Board under paragraph (1) unless the individual is
21	an officer of the United States pursuant to an ap-
22	pointment by the President, by and with the advice
23	and consent of the Senate.
24	(c) Functions of the Board.—

(1) IN GENERAL.—The Board shall determine whether or not to approve loan guarantees under this Act. The Board shall make such determinations consistent with the purpose of this Act and in accordance with this subsection and section 4.

#### (2) Consultation authorized.—

- (A) IN GENERAL.—In carrying out its functions under this Act, the Board shall consult with such departments and agencies of the Federal Government as the Board considers appropriate, including the Department of Commerce, the Department of Agriculture, the Department of the Treasury, the Department of Justice, the Department of the Interior, the Board of Governors of the Federal Reserve System, the Federal Communications Commission, the Federal Trade Commission, and the National Aeronautics and Space Administration.
- (B) RESPONSE.—A department or agency consulted by the Board under subparagraph (A) shall provide the Board such expertise and assistance as the Board requires to carry out its functions under this Act.
- (3) APPROVAL BY MAJORITY VOTE.—The determination of the Board to approve a loan guarantee

1	under this Act shall be by a vote of a majority of
2	the Board.
3	SEC. 4. APPROVAL OF LOAN GUARANTEES.
4	(a) Authority To Approve Loan Guarantees.—
5	Subject to the provisions of this section and consistent
6	with the purpose of this Act, the Board may approve loan
7	guarantees under this Act
8	(b) Regulations.—
9	(1) Requirements.—The Board shall pre-
10	scribe regulations to implement the provisions of this
11	Act.
12	(2) Elements.—The regulations prescribed
13	under paragraph (1) shall—
14	(A) set forth the form of any application to
15	be submitted to the Board under this Act;
16	(B) set forth time periods for the review
17	and consideration by the Board of applications
18	to be submitted to the Board under this Act,
19	and for any other action to be taken by the
20	Board with respect to such applications;
21	(C) provide appropriate safeguards against
22	the evasion of the provisions of this Act;
23	(D) set forth the circumstances in which
24	an applicant, together with any affiliate of an

- applicant, shall be treated as an applicant for a loan guarantee under this Act;
  - (E) include requirements that appropriate parties submit to the Board any documents and assurances that are required for the administration of the provisions of this Act; and
    - (F) include such other provisions consistent with the purpose of this Act as the Board considers appropriate.
    - (3) Construction.—(A) Nothing in this Act shall be construed to prohibit the Board from requiring, to the extent and under circumstances considered appropriate by the Board, that affiliates of an applicant be subject to certain obligations of the applicant as a condition to the approval or maintenance of a loan guarantee under this Act.
    - (B) If any provision of this Act or the application of such provision to any person or entity or circumstance is held to be invalid by a court of competent jurisdiction, the remainder of this Act, or the application of such provision to such person or entity or circumstance other than those as to which it is held invalid, shall not be affected thereby.
- 24 (c) AUTHORITY LIMITED BY APPROPRIATIONS 25 ACTS.—The Board may approve loan guarantees under

1	this Act only to the extent provided for in advance in ap-
2	propriations Acts.
3	(d) Requirements and Criteria Applicable to
4	Approval.—
5	(1) IN GENERAL.—The Board shall utilize the
6	underwriting criteria developed under subsection (g),
7	and any relevant information provided by the de-
8	partments and agencies with which the Board
9	consults under section 3, to determine which loans
10	may be eligible for a loan guarantee under this Act.
11	(2) Prerequisites.—In addition to meeting
12	the underwriting criteria under paragraph (1), a
13	loan may not be guaranteed under this Act unless—
14	(A) the loan is made to finance the acqui-
15	sition, improvement, enhancement, construction,
16	deployment, launch, or rehabilitation of the
17	means by which local television broadcast sig-
18	nals will be delivered to an unserved area or un-
19	derserved area;
20	(B) the proceeds of the loan will not be
21	used for operating expenses;
22	(C) the proposed project, as determined by
23	the Board in consultation with the National
24	Telecommunications and Information Adminis-
25	tration, is not likely to have a substantial ad-

1	verse impact on competition that outweighs the
2	benefits of improving access to the signals of a
3	local television station in an unserved area or
4	underserved area;
5	(D) the loan is provided by an insured de-
6	pository institution (as that term is defined in
7	section 3 of the Federal Deposit Insurance Act)
8	that is acceptable to the Board, and has terms
9	in the judgment of the Board, that are con-
10	sistent in material respects with the terms of
11	similar obligations in the private capital mar-
12	ket;
13	(E) repayment of the loan is required to be
14	made within a term of the lesser of—
15	(i) 25 years from the date of the exe-
16	cution of the loan; or
17	(ii) the economically useful life, as de-
18	termined by the Board, of the primary as-
19	sets to be used in the delivery of the sig-
20	nals concerned; and
21	(F) the loan meets any additional criteria
22	developed under subsection (g).
23	(3) Protection of united states finan-
24	CIAL INTERESTS.—The Board may not approve the
25	guarantee of a loan under this Act unless—

1	(A) the Board has been given documenta-
2	tion, assurances, and access to information and
3	persons necessary, as determined by the Board,
4	to address issues relevant to the review of the
5	loan by the Board for purposes of this Act; and
6	(B) the Board makes a determination in
7	writing that—
8	(i) the assets, facilities, or equipment
9	covered by the loan will be utilized eco-
10	nomically and efficiently;
11	(ii) the terms, conditions, security,
12	and schedule and amount of repayments of
13	principal and the payment of interest with
14	respect to the loan protect the financial in-
15	terests of the United States and are rea-
16	sonable;
17	(iii) all necessary and required regu-
18	latory and other approvals, spectrum
19	rights, and delivery permissions have been
20	received for the loan and the project under
21	the loan;
22	(iv) the loan would not be available on
23	reasonable terms and conditions without a
24	loan guarantee under this Act: and

1	(v) repayment of the loan can reason-
2	ably be expected.
3	(e) Priority Considerations.—
4	(1) Type of market.—
5	(A) Priority consideration to
6	UNSERVED AREAS.—To the maximum extent
7	practicable, the Board shall give priority in the
8	approval of loan guarantees under this Act for
9	projects that will serve unserved areas.
10	(B) Prohibition.—The Board may not
11	approve a loan guarantee under this Act for a
12	project that is designed primarily to serve one
13	or more of the 40 most populated designated
14	market areas (as that term is defined in section
15	122(j) of title 17, United States Code).
16	(2) Projects that would reduce con-
17	SUMER COSTS.—To the maximum extent practicable,
18	the Board shall also give priority in the approval of
19	loan guarantees under this Act to projects that
20	would—
21	(A) offer a separate tier of local broadcast
22	signals, but for applicable Federal, State, or
23	local laws or regulations;
24	(B) provide lower projected costs to con-
25	sumers of such separate tier; and

1 (C) enable the delivery of local broadcast 2 signals consistent with the purpose of this Act 3 by a means reasonably compatible with existing 4 systems or devices predominantly in use.

#### (f) GUARANTEE LIMITS.—

- (1) LIMITATION ON AGGREGATE VALUE OF LOANS.—The aggregate value of all loans for which loan guarantees are issued under this Act may not exceed \$1,250,000,000.
- issued under this Act may not exceed an amount equal to 70 percent of a loan meeting in its entirety the requirements of subsection (d)(2)(A). If only a portion of a loan meets the requirements of that subsection, the Board shall determine that percentage of the loan meeting such requirements (the "applicable portion") and may issue a loan guarantee in an amount not exceeding 70 percent of the applicable portion.
- 20 (g) UNDERWRITING CRITERIA.—Not later than 180
  21 days after the date of the enactment of this Act, the Board
  22 shall, in consultation with the Director of the Office of
  23 Management and Budget and an independent public ac24 counting firm, develop underwriting criteria relating to the
  25 guarantee of loans that are consistent with the purpose

1	of this Act, including appropriate collateral and cash flow
2	levels for loans guaranteed under this Act, and such other
3	matters as the Board considers appropriate.
4	(h) Credit Risk Premiums.—
5	(1) Establishment and acceptance.—
6	(A) AUTHORITY.—The Board may estab-
7	lish and approve the acceptance of credit risk
8	premiums with respect to a loan guarantee
9	under this Act in order to cover the cost, as de-
10	termined under section $504(b)(1)$ of the Fed-
11	eral Credit Reform Act of 1990, of the loan
12	guarantee. To the extent that appropriations of
13	budget authority are insufficient to cover the
14	cost, as so determined, of a loan guarantee
15	under this Act, credit risk premiums shall be
16	accepted from a non-Federal source under this
17	subsection on behalf of the applicant for the
18	loan guarantee.
19	(2) Credit risk premium amount.—
20	(A) IN GENERAL.—The Board shall deter-
21	mine the amount of any credit risk premium to
22	be accepted with respect to a loan guarantee
23	under this Act on the basis of—
24	(i) the financial and economic cir-
25	cumstances of the applicant for the loan

1	guarantee, including the amount of collat-
2	eral offered;
3	(ii) the proposed schedule of loan dis-
4	bursements;
5	(iii) the business plans of the appli-
6	cant for providing service;
7	(iv) any financial commitment from a
8	broadcast signal provider; and
9	(v) the concurrence of the Director of
10	the Office of Management and Budget as
11	to the amount of the credit risk premium
12	(B) Proportionality.—To the extent
13	that appropriations of budget authority are suf-
14	ficient to cover the cost, as determined under
15	section 504(b)(1) of the Federal Credit Reform
16	Act of 1990, of loan guarantees under this Act
17	the credit risk premium with respect to each
18	loan guarantee shall be reduced proportionately
19	(i) Judicial Review.—The decision of the Board to
20	approve or disapprove the making of a loan guarantee
21	under this Act shall not be subject to judicial review.
22	SEC. 5. ADMINISTRATION OF LOAN GUARANTEES.
23	(a) In General.—The Administrator of the Rural
24	Utilities Service (in this Act referred to as the "Adminis-
25	trator") shall issue and otherwise administer loan guaran-

1	tees that have been approved by the Board in accordance
2	with sections 3 and 4 of this Act.
3	(b) SECURITY FOR PROTECTION OF UNITED STATES
4	FINANCIAL INTERESTS.—
5	(1) Terms and conditions.—An applicant
6	shall agree to such terms and conditions as are sat-
7	isfactory, in the judgment of the Board, to ensure
8	that, as long as any principal or interest is due and
9	payable on a loan guaranteed under this Act, the
10	applicant—
11	(A) shall maintain assets, equipment, fa-
12	cilities, and operations on a continuing basis;
13	(B) shall not make any discretionary divi-
14	dend payments that impair its ability to repay
15	obligations guaranteed under this Act; and
16	(C) shall remain sufficiently capitalized.
17	(2) Collateral.—
18	(A) Existence of adequate collat-
19	ERAL.—An applicant shall provide the Board
20	such documentation as is necessary, in the
21	judgment of the Board, to provide satisfactory
22	evidence that appropriate and adequate collat-
23	eral secures a loan guaranteed under this Act.
24	(B) FORM OF COLLATERAL.—Collateral re-
25	quired by subparagraph (A) shall consist solely

- of assets of the applicant, any affiliate of the applicant, or both (whichever the Board considers appropriate), including primary assets to be used in the delivery of signals for which the loan is guaranteed.
  - (C) REVIEW OF VALUATION.—The value of collateral securing a loan guaranteed under this Act may be reviewed by the Board, and may be adjusted downward by the Board if the Board reasonably believes such adjustment is appropriate.
  - (3) LIEN ON INTERESTS IN ASSETS.—Upon the Board's approval of a loan guarantee under this Act, the Administrator shall have liens on assets securing the loan, which shall be superior to all other liens on such assets, and the value of the assets (based on a determination satisfactory to the Board) subject to the liens shall be at least equal to the unpaid balance of the loan amount covered by the loan guarantee.
  - (4) PERFECTED SECURITY INTEREST.—With respect to a loan guaranteed under this Act, the Administrator and the lender shall have a perfected security interest in assets securing the loan that are

1	fully sufficient to protect the financial interests of
2	the United States and the lender.
3	(5) Insurance.—In accordance with practices
4	in the private capital market, as determined by the
5	Board, the applicant for a loan guarantee under this
6	Act shall obtain, at its expense, insurance sufficient
7	to protect the financial interests of the United
8	States, as determined by the Board.
9	(c) Assignment of Loan Guarantees.—The hold-
10	er of a loan guarantee under this Act may assign the loan
11	guaranteed under this Act in whole or in part, subject to
12	such requirements as the Board may prescribe.
13	(d) Modification.—The Board may approve the
14	modification of any term or condition of a loan guarantee
15	under this Act, including the rate of interest, time of pay-
16	ment of principal or interest, or security requirements only
17	if—
18	(1) the modification is consistent with the fi-
19	nancial interests of the United States;
20	(2) consent has been obtained from the parties
21	to the loan agreement;
22	

derwriting criteria developed under section 4(g);

- 1 (4) the modification does not adversely affect 2 the interest of the Federal Government in the assets 3 or collateral of the applicant;
  - (5) the modification does not adversely affect the ability of the applicant to repay the loan; and
  - (6) the National Telecommunications and Information Administration has been consulted by the Board regarding the modification.

#### (e) Performance Schedules.—

- (1) PERFORMANCE SCHEDULES.—An applicant for a loan guarantee under this Act for a project covered by section 4(e)(1) shall enter into stipulated performance schedules with the Administrator with respect to the signals to be provided through the project.
- (2) Penalty.—The Administrator may assess against and collect from an applicant described in paragraph (1) a penalty not to exceed 3 times the interest due on the guaranteed loan of the applicant under this Act if the applicant fails to meet its stipulated performance schedule under that paragraph.
- 22 (f) COMPLIANCE.—The Administrator, in cooperation 23 with the Board and as the regulations of the Board may 24 provide, shall enforce compliance by an applicant, and any 25 other party to a loan guarantee for whose benefit assist-

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- 1 ance under this Act is intended, with the provisions of this
- 2 Act, any regulations under this Act, and the terms and
- 3 conditions of the loan guarantee, including through the
- 4 submittal of such reports and documents as the Board
- 5 may require in regulations prescribed by the Board and
- 6 through regular periodic inspections and audits.
- 7 (g) Commercial Validity.—A loan guarantee
- 8 under this Act shall be incontestable—
- 9 (1) in the hands of an applicant on whose be-
- half the loan guarantee is made, unless the applicant
- engaged in fraud or misrepresentation in securing
- the loan guarantee; and
- 13 (2) as to any person or entity (or their respec-
- tive successor in interest) who makes or contracts to
- make a loan to the applicant for the loan guarantee
- in reliance thereon, unless such person or entity (or
- 17 respective successor in interest) engaged in fraud or
- 18 misrepresentation in making or contracting to make
- such loan.
- 20 (h) Defaults.—The Board shall prescribe regula-
- 21 tions governing defaults on loans guaranteed under this
- 22 Act, including the administration of the payment of guar-
- 23 anteed amounts upon default.
- 24 (i) Recovery of Payments.—

- (1) IN GENERAL.—The Administrator shall be entitled to recover from an applicant for a loan guarantee under this Act the amount of any payment made to the holder of the guarantee with respect to the loan.
  - (2) Subrogation.—Upon making a payment described in paragraph (1), the Administrator shall be subrogated to all rights of the party to whom the payment is made with respect to the guarantee which was the basis for the payment.

#### (3) Disposition of Property.—

- (A) Sale or disposal.—The Administrator shall, in an orderly and efficient manner, sell or otherwise dispose of any property or other interests obtained under this Act in a manner that maximizes taxpayer return and is consistent with the financial interests of the United States.
- (B) Maintenance.—The Administrator shall maintain in a cost-effective and reasonable manner any property pending sale or disposal of such property under subparagraph (A).

## (j) Action Against Obligor.—

(1) AUTHORITY TO BRING CIVIL ACTION.—The Administrator may bring a civil action in an appro-

- priate district court of the United States in the
  name of the United States or of the holder of the
  obligation in the event of a default on a loan guaranteed under this Act. The holder of a loan guarantee shall make available to the Administrator all
  records and evidence necessary to prosecute the civil
  action.
- 8 FULLY SATISFYING OBLIGATIONS OWED 9 THE UNITED STATES.—The Administrator may ac-10 cept property in satisfaction of any sums owed the 11 United States as a result of a default on a loan 12 guaranteed under this Act, but only to the extent 13 that any cash accepted by the Administrator is not 14 sufficient to satisfy fully the sums owed as a result 15 of the default.
- 16 (k) Breach of Conditions.—The Administrator
  17 shall commence a civil action in a court of appropriate
  18 jurisdiction to enjoin any activity which the Board finds
  19 is in violation of this Act, the regulations under this Act,
  20 or any conditions which were duly agreed to, and to secure
  21 any other appropriate relief, including relief against any
  22 affiliate of the applicant.
- 23 (l) Attachment.—No attachment or execution may 24 be issued against the Administrator or any property in the 25 control of the Administrator pursuant to this Act before

- 1 the entry of a final judgment (as to which all rights of
- 2 appeal have expired) by a State, Federal, or other court
- 3 of competent jurisdiction against the Administrator in a
- 4 proceeding for such action.

### 5 (m) Fees.—

- (1) APPLICATION FEE.—The Board may charge and collect from an applicant for a loan guarantee under this Act a fee to cover the cost of the Board in making necessary determinations and findings with respect to the loan guarantee application under this Act. The amount of the fee shall be reasonable.
  - (2) Loan guarantee origination fee.—The Board may charge, and the Administrator may collect, a loan guarantee origination fee with respect to the issuance of a loan guarantee under this Act.
  - (3) USE OF FEES COLLECTED.—Any fee collected under this subsection shall be used to offset administrative costs under this Act, including costs of the Board and of the Administrator.
- 20 (n) Requirements Relating to Affiliates.—
  - (1) INDEMNIFICATION.—An affiliate of an applicant for a loan guarantee under this Act shall indemnify the United States for any losses that the United States incurs as a result of—

1	(A) a judgment against the applicant or
2	any of its affiliates;
3	(B) any breach by the applicant or any of
4	its affiliates of their obligations under the loan
5	guarantee agreement;
6	(C) any violation of the provisions of this
7	Act, and the regulations prescribed under this
8	Act, by the applicant or any of its affiliates;
9	(D) any penalties incurred by the applicant
10	or any of its affiliates for any reason, including
11	violation of a stipulated performance schedule
12	under subsection (e); and
13	(E) any other circumstances that the
14	Board considers appropriate.
15	(2) Limitation on transfer of loan pro-
16	CEEDS.—An applicant for a loan guarantee under
17	this Act may not transfer any part of the proceeds
18	of the loan to an affiliate.
19	(o) Effect of Bankruptcy.—(1) Notwithstanding
20	any other provision of law, whenever any person or entity
21	is indebted to the United States as a result of any loan
22	guarantee issued under this Act and such person or entity
23	is insolvent or is a debtor in a case under title 11, United
24	States Code, the debts due to the United States shall be
25	satisfied first

- 1 (2) A discharge in bankruptcy under title 11, United
- 2 States Code, shall not release a person or entity from an
- 3 obligation to the United States in connection with a loan
- 4 guarantee under this Act.

#### 5 SEC. 6. ANNUAL AUDIT.

- 6 (a) REQUIREMENT.—The Comptroller General of the
- 7 United States shall conduct on an annual basis an audit
- 8 of the administration of the provisions of this Act.
- 9 (b) Report.—The Comptroller General shall submit
- 10 to the Committee on Banking, Housing, and Urban Af-
- 11 fairs of the Senate and the Committee on Banking and
- 12 Financial Services of the House of Representatives a re-
- 13 port on each audit conducted under subsection (a).
- 14 SEC. 7. SUNSET.
- No loan guarantee may be approved under this Act
- 16 after December 31, 2006.
- 17 SEC. 8. RETRANSMISSION OF LOCAL TELEVISION BROAD-
- 18 CAST STATIONS.
- An applicant shall be subject to applicable rights, ob-
- 20 ligations, and limitations of title 17, United States Code.
- 21 If a local broadcast station requests carriage of its signal
- 22 and is located in a market not served by a satellite carrier
- 23 providing service under a statutory license under section
- 24 122 of title 17, United States Code, the applicant shall
- 25 carry the signal of that station without charge, and shall

1	be subject to the applicable rights, obligations, and limita
2	tions of sections 338, 614, and 615 of the Communica
3	tions Act of 1934.
4	SEC. 9. DEFINITIONS.
5	In this Act:
6	(1) Affiliate.—The term "affiliate"—
7	(A) means any person or entity that con
8	trols, or is controlled by, or is under common
9	control with, another person or entity; and
10	(B) may include any individual who is a di-
11	rector or senior management officer of an affil-
12	iate, a shareholder controlling more than 25
13	percent of the voting securities of an affiliate
14	or more than 25 percent of the ownership inter
15	est in an affiliate not organized in stock form
16	(2) Unserved Area.—The term "unserved
17	area" means any area (as determined using stand
18	ards employed by the Federal Communications Com
19	mission) that—
20	(A) is outside the grade B contour of the
21	local television broadcast signals serving a par
22	ticular dominant market area; and
23	(B) does not have access to such signals by
24	other widely marketed means.

- 1 (3) UNDERSERVED AREA.—The term "under-2 served area" means any area that does not receive 3 local television broadcast signals over a commercial 4 for-profit direct-to-home satellite distribution system.
- 5 (4) COMMON TERMS.—Except as provided in 6 paragraphs (1) through (3), any term used in this 7 Act that is defined in the Communications Act of 8 1934 (47 U.S.C. 151 et seq.) has the meaning given 9 that term in the Communications Act of 1934.

#### 10 SEC. 10. AUTHORIZATIONS OF APPROPRIATIONS.

- 11 (a) Cost of Loan Guarantees.—For the cost of
- 12 the loans guaranteed under this Act, including the cost
- 13 of modifying the loans, as defined in section 502 of the
- 14 Congressional Budget Act of 1974 (2 U.S.C. 661(a)),
- 15 there are authorized to be appropriated for fiscal years
- 16 2001 through 2006, such amounts as may be necessary.
- 17 (b) Cost of Administration.—There is hereby au-
- 18 thorized to be appropriated such sums as may be nec-
- 19 essary to carry out the provisions of this Act, other than
- 20 to cover costs under subsection (a).
- 21 (c) AVAILABILITY.—Any amounts appropriated pur-
- 22 suant to the authorizations of appropriations in sub-
- 23 sections (a) and (b) shall remain available until expended.